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ADOPTED

M E M O R A N D U M

NOVEMBER 29, 1990

TO: BOSTON REDEVELOPMENT AUTHORITY AND
STEPHEN COYLE, DIRECTOR

FROM: PAUL BARRETT, ASSISTANT DIRECTOR FOR
HARBOR PLANNING AND DEVELOPMENT
THOM ENNEN, PROJECT DIRECTOR FOR
FORT POINT DISTRICT
DON KLABIN, SENIOR PROJECT MANAGER

SUBJECT: THE EXPANSION OF THE WORLD TRADE CENTER BOSTON
PROJECT: DEVELOPMENT PLAN APPROVAL AND RELATED
MATTERS

EXECUTIVE

SUMMARY:

This memorandum requests that, in the matter of the application by The John Drew Company, acting for Commonwealth Flats Development Limited Partnership, the successor to BOSCOM Partners and Fidelity Properties, Inc., for Planned Development Area approval in connection with the proposed phased expansion of the World Trade Center Boston project, located on Commonwealth Pier, onto the adjacent area known as Commonwealth Flats, a 1.29 million square foot mixed-use project, the Boston Redevelopment Authority (1) adopt the attached findings and resolutions approving the Development Plan, (2) authorize the Director to petition the Zoning Commission for the designation of a Planned Development Area for the project site, and (3) authorize the Director to execute an Adequacy Determination for the Final Project Impact Report upon the Director's determination that the FPIR fully satisfies the requirements of Article 31.

The John Drew Company, acting for Commonwealth Flats Development Limited Partnership, the successor to BOSCOM Partners and Fidelity Properties, Inc. (the "Applicant"), filed an application on May 15, 1990 seeking approval of a Development Impact Project Plan and Planned Development Area ("PDA") Development Plan for the expansion of the World Trade Center Boston ("WTCS"), a proposed phased, mixed-use development to be located on property commonly referred to as the Commonwealth Flats portion of South Boston, which is within the Fort Point District (the "Project"). This memorandum requests that the Boston Redevelopment Authority:

- (1) Adopt the attached findings and resolutions approving the Development Plan;

- (2) Authorize the Director to petition the Zoning Commission for the designation of a Planned Development Area (PDA No. 40) for the Project site; and
- (3) Authorize the Director to execute an Adequacy Determination for the Final Project Impact Report ("FPIR") upon the Director's determination that the FPIR fully satisfies the requirements of Article 31 of the Boston Zoning Code (the "Code").

DEVELOPMENT PLAN APPROVAL AND RECOMMENDATION TO ZONING COMMISSION

Planned Development Area/Development Impact Project Requirements

The Applicant has requested several actions from the BRA Board necessary for the project to proceed. Because the Applicant is seeking a PDA zoning designation for the site, a Development Plan is required to be submitted to and approved by the BRA Board, and the BRA must make a recommendation to the Zoning Commission regarding the PDA designation. In addition, Articles 26, 26A and 26B of the Code require that the BRA approve a Development Impact Project Plan ("DIPP") providing essentially the same information as the Development Plan. These two documents, the Development Plan and the Development Impact Project Plan, are combined into a single document and are attached.

The Planned Development Area Proposal

The proposed PDA is located in an area designated for the establishment of PDAs under the proposed Fort Point Waterfront zoning, Article 42E of the Code. As described in the Development Plan, no zoning exceptions will be required for the Project.

The proposed redevelopment project involves the construction of a total of 1.29 million square feet in the following new buildings:

- o WTC Hotel
 - 220,000 sq. ft. of hotel rooms
 - 15,000 sq. ft. of retail
 - 1,100 parking spaces
- o WTC East
 - 460,000 sq. ft. of offices
 - 15,000 sq. ft. of retail
- o WTC West
 - 560,000 sq. ft. of offices
 - 20,000 sq. ft. of retail
 - 500 parking spaces

Actual uses of the proposed buildings may include restaurant, exhibition and conference, and other permitted uses. A child day care center (4,000 sq. ft.) will also be constructed on-site.

The maximum building heights, as defined by the Code, are one hundred sixty two (162) feet for WTC Hotel, two hundred thirty (230) feet for WTC East, and two hundred forty five (245) feet for WTC West.

In addition, the Project will contribute to the City's supply of public open space through the creation of (a) a landscaped open space area at the intersection of Northern Avenue and D Street, located east of the WTC East building, and (b) a multi-level open space area adjacent to the new Viaduct Street.

All existing structures on the site will be demolished, and the site will be fully cleared for the proposed new construction. The redevelopment of the site will proceed in at least two (2) phases, proceeding generally from the east side of the site to the west side. Throughout the development of the expansion project, the existing World Trade Center Boston will continue to function, and pedestrian and vehicular access and egress will be maintained. The phasing plan is designed to coordinate with the development of new public roadways and other new public infrastructure affecting the PDA site.

Since the Project is proposed as a Planned Development Area, the Applicant must show, and the BRA must find prior to approval, that nothing in the Development Plan will be injurious to the neighborhood or otherwise detrimental to the public welfare, weighing all the benefits and burdens. A comprehensive schedule of public benefits and mitigation measures is described in the proposed Development Plan (attached) and in the proposed Cooperation Agreement governing the Project (attached).

Site Description

The area proposed to be a Planned Development Area is approximately eight (8) acres, and is generally bounded by Northern Avenue on the north and New Congress Street on the south, between B Street on the west and a new section of D Street on the east. Viaduct Street, which is elevated approximately thirty feet above grade, bifurcates the Project site on the north-south axis and will be rebuilt as part of the Project.

The land is owned in fee by the Massachusetts Port Authority (Massport) and is available to the Applicant for long-term lease as a part of the agreement made in conjunction with the

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renovation of Commonwealth Pier, the first phase of the World Trade Center Boston project. The area is described in further detail in the Development Plan.

Open Spaces and Pedestrian Circulation

The Project site will be redeveloped in conformance with the Fort Point Waterfront Plan which has been prepared by the BRA, David Dixon & Associates (the BRA's urban design consultant), the Fort Point Citizens Advisory Committee (FPCAC), Massport, Martin Sokoloff (the Massport urban design consultant), together with input from many residents, local businessmen, state agencies, and other interested parties.

Accessible and active pedestrian routes through the site will be provided by (1) a pedestrian street located between the WTC West building and the parking/retail building which form the base of the WTC Hotel building, (2) pedestrian sidewalks on both sides of Seaport Lane, a new service drive located between the WTC Hotel and the WTC East buildings, and (3) pedestrian sidewalks on both sides of the new Viaduct Street. As recommended by the Plan, these pedestrian routes will prevent the Project site from becoming a "superblock."

In addition to these pedestrian corridors, the Project includes new major public open spaces, as described earlier in this memorandum.

Public Benefits

With a total development cost of approximately four hundred million dollars (\$ 400,000,000), the Project represents a significant investment in new office, hotel, exhibition, conference, parking, restaurant and retail space in Boston. The redevelopment will provide substantial benefits citywide and to adjacent communities.

The proposed redevelopment project is anticipated to generate approximately \$ 4.3 million in annual new City tax revenues, \$ 7.14 million in housing and jobs linkage funds as provided in the attached Development Impact Project Agreement ("DIP Agreement"), new child day care space, and other public benefits for neighborhood residents and businesses, as described below:

- o The Applicant, together with Massport, will provide for the design and construction of a public landscaped open space along the Northern Avenue waterfront at the corner of D Street. This 1.3-acre public square will

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provide an excellent location for accommodating seaport-related activities, such as a proposed open air seafood market, as well as providing an area for viewing the Boston Fish Pier, the public WTCB docking area at the Commonwealth Pier, and various harbor activities and events.

- o The Applicant will provide a minimum of 4,000 square feet of child day care facilities as part of the full development. The Applicant is working with BRA staff and the FPCAC to determine specifics on how the project might support neighborhood day care centers prior to the construction of the WTCB facilities.
- o The Applicant will provide a ten percent (10%) reduction in conference and meeting room fees to South Boston-based non-profit organizations and to maritime-related associations for events held at the World Trade Center Boston.
- o The Applicant will initiate creation of the Seaport Association, a non-profit organization that will promote the public and business activities in the Fort Point/Northern Avenue "Seaport District," enhance the maritime character of the area, and improve communication channels regarding the many public transportation and infrastructure projects scheduled to occur in the area. Initial discussions have begun with area property owners, business and non-profit entities to establish the Seaport Association.
- o Exhibits will be developed and displayed in the lobbies and public areas of the WTCB facilities explaining the status and details of the major public projects underway or scheduled for the area. Examples include an exhibit focusing on the Third Harbor Tunnel/Seaport Access Road, explaining design and construction schedules project descriptions, construction techniques, etc., and other exhibits covering the Boston Harbor cleanup, MBTA South Boston Piers Transitway, and the Boston Harbor water shuttle network.
- o The Applicant will work with the Fort Point Arts Community, Inc. to arrange for regular exhibits of its members' work to be displayed prominently in the WTCB hotel and office public lobbies and in the exhibition and conference center public areas.

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- o The Project will generate revenues for Massport through the provision of ground lease payments. These revenues will provide Massport with monies to enhance its maritime and port activities, which are of benefit to the entire New England region.
- o The Project will generate new direct annual tax revenues of approximately \$ 4.3 million for the City of Boston. In addition, sales and hotel occupancy taxes of approximately \$2.55 million will be generated for the Commonwealth of Massachusetts.

Affordable Housing Program

Permanent zoning for the Fort Point Waterfront has been prepared for the Board's approval, and the BRA Board held a public hearing on the zoning on October 25, 1990. The proposed zoning addresses the need for affordable housing.

The Project will provide approximately \$ 5,950,000 in housing linkage payments. The Applicant intends to propose to the Neighborhood Housing Trust that at least fifty percent (50%) of such funds be reserved for a program to provide low-interest home improvement loans to South Boston residents.

Employment Benefits

The employment benefits that the Project brings to Boston are extensive. Approximately 1,300 construction jobs will be generated by the Project. The Applicant has agreed to comply with the City's hiring policies and will codify this through the execution of a Residents Construction Employment Plan Agreement with the Mayor's Office of Jobs and Community Services ("OJCS"), as stated in the Cooperation Agreement.

The Project also brings extensive benefits in the form of permanent jobs. When completed, the project will add space for approximately 5,500 permanent jobs, which supplement the existing 2,200 permanent jobs at WTCB. The Applicant has agreed to comply with the City's hiring policies and will codify this through the execution of a First Source Agreement with OJCS, as stated in the Cooperation Agreement.

The Applicant will recommend to the City of Boston Jobs Trust that fifty (50) percent of the jobs linkage funds be used to support job training programs at EDIC and the Boston Technical Center, and the remaining fifty (50) percent be used to provide programs for the placement of Boston residents in permanent jobs

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at the WTCB complex and other businesses in the Fort Point area. Options to be pursued include the creation of a referral system for Boston residents through the new Seaport Association, and development of a South Boston vendor listing to encourage businesses in the area to purchase materials and services from South Boston firms.

In addition, the center will provide a 4,000 square foot child day care facility on-site to serve employees and local residents. In addition, a monetary contribution will be provided to the South Boston community to promote the development of neighborhood child day care centers off-site.

Transportation Impacts

The transportation and transit improvements provided by the Project are extensive, as described below:

- o Shuttle Bus System

The Applicant will continue to provide and expand upon what is already one of Boston's most extensive private shuttle bus systems.

- o South Boston Transitway Funding

The Applicant will participate on a fair share basis in the funding of the MBTA South Boston Piers Transitway through the mechanism determined most appropriate by all parties including, but not limited to, the Applicant, Massport, EOTC, MBTA, BTD, Urban Mass Transit Administration (UMTA), and enacted through a public decision-making process. In addition, the Applicant will take the lead in forming a non-profit entity that will explore and promote public/private funding scenarios for the Transitway project.

- o WTCB Marine Terminal / North Station Water Shuttle

The Applicant will assume financial responsibility for the design and construction of the WTCB Marine Terminal, in order to encourage the establishment of a WTCB / North Station Water Shuttle route. This facility will operate in conjunction with a North Station Terminal, to be constructed by others.

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o Water Taxi

Through the new Seaport Association, the Applicant will take the lead in the creation of a committee to investigate the financial and operational requirements of an on-demand water taxi service. The Applicant will also commit to purchasing \$25,000 worth of water taxi service in its first year of operation.

o MBTA Transitway Envelope

In cooperation with Massport, the Applicant will provide to the MBTA a construction envelope for the Transitway through the lower levels of the future WTC South building, when the building is constructed. (The future WTC South building is proposed to be constructed on land located on the southerly side of New Congress Street, opposite the southwestern corner of the PDA site.)

DEVELOPMENT REVIEW REQUIREMENTS

The proposed project evolved from the WTCB Master Plan project originally described in an Environmental Notification Form (ENF) filed with the EOEA MEPA Unit in August 1985. In October 1985, MEPA issued a scope of work for the preparation of the DEIR. The 1985 WTCB project included three phases, with the first being the previously approved Commonwealth Pier redevelopment, which was then under construction and was completed in 1986. While the overall purpose of the WTCB project continues to be to promote trade activities and contribute to the area's economic growth, the development plans for the expansion proposal have been reconsidered and redesigned to better respond to goals and objectives that have emerged from public sector planning efforts for the Fort Point Waterfront area during the past five years.

In May 1989, the Applicant filed a Notification of Project Change (NPC) in accordance with the MEPA regulations. The NPC was required because more than three years had elapsed between the filing of the ENF and an FEIR, and because changes in both the Project and areawide plans for roadway systems and the projects had occurred. The scale of the Project as proposed in the NPC was reduced from the original proposal. On June 22, 1989, the MEPA Unit held a public meeting on the Project as presented in the NPC. On July 26, 1989, a scope was issued in response to the NPC.

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On November 22, 1989, the Applicant filed an Article 31 Project Notification Form (PNF) with the BRA. The BRA issued the Scoping Determination on February 14, 1990 in response to the PNF.

On May 15, 1990, a joint Draft Environmental Impact Report/Draft Project Impact Report (DEIR/DPIR) was filed simultaneously with EOEa and the BRA. On July 11, 1990, following the public review period, EOEa issued the certificate regarding the DEIR, accompanied by twenty (20) letters from reviewers. On October 30, 1990, the BRA issued its Preliminary Adequacy Determination. Together, these documents provided the scope of work for the joint FEIR/FPIR.

On November 15, 1990 the Applicant submitted the FEIR/FPIR to EOEa, and on November 20, 1990 the Applicant submitted the FEIR/FPIR to the BRA. The BRA staff is currently reviewing the FPIR and is soliciting comments from other city agencies, the FPCAC, abutters, and other interested parties. The BRA staff requests that the BRA Board authorize the Director to issue the Adequacy Determination on his determination that the FPIR fully meets the requirements set forth in Article 31.

FORT POINT CITIZENS ADVISORY COMMITTEE (FPCAC)

Following discussions between the Applicant, the FPCAC, EOEa, the BRA, and Massport, it was agreed that the FPCAC, which represents a wide range of public and private sector interests, would serve as the community review committee for the WTCB project. Since the DEIR/DPIR filing, the Applicant has reviewed the environmental findings and project revisions with the FPCAC, Harborpark Advisory Committee, and the South Boston community. The Applicant and its consultant team are scheduling meetings with the FPCAC during the FEIR/FPIR public review period to discuss the findings of the environmental impact assessment. The Applicant also made a presentation of the FEIR/FPIR project status at a South Boston community meeting, sponsored by the FPCAC, on October 29, 1990.

CONCLUSION

The five year review process of meetings among the Applicant, the BRA, the FPCAC, the Boston Transportation Department, the Mayor's Office of Neighborhood Services and other interested community representatives has resulted in a development proposal which has been guided by and conforms to the proposed Fort Point Waterfront Plan and the proposed permanent zoning, and has undergone

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revisions in response to the various public comments. The PDA proposal is the result of this review which was carried out in conjunction with the Article 31 review process. The process has enabled the community to review and advise on the development proposal at length, and the result is a project that is sensitive to the interests of the surrounding neighborhoods.

Accordingly, the BRA staff recommends: that the Boston Redevelopment Authority Board (1) adopt attached findings and resolutions approving the Development Plan, (2) authorize the Director to petition the Zoning Commission for the designation of a Planned Development Area for the project site, and (3) authorize the Director to execute an Adequacy Determination for the Final Project Impact Report upon the Director's determination that the FPIR fully satisfies the requirements of Article 31.

Appropriate vote follows:

VOTED The staff recommends that the Board vote on November 29, 1990 to take the matter under advisement and to allow the submission of written comments, to be incorporated into the public record, until Wednesday, December 5, 1990 at 12:00 P.M.

ATTACHMENTS

Tab 2	BRA Resolutions
Tab 3	Fact Sheet
Tab 4	Site Plan
Tab 5	Development Plan and Development Impact Project Plan
Tab 6	Cooperation Agreement
Tab 7	Development Impact Project Agreement

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